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MEMORANDUM FOR

Subject: Proposed Reorganization of Analysis Division
as Affecting Air Movements Branch

1. Questions involved in the proposed reorganization of Analysis Division as it pertains to Air Movements Branch resolve themselves to the following:

a. Should Air Movements Branch, which is the Joint Airfield Section and now a functional organization, be divided into three geographical units? If so, would the benefit outweigh the detriment?

b. Is the actual physical break up of the present organization into three parts to be joined to other branches, feasible?

2. A functional system is needed to produce airfield information. In all research and analytical activity concerned with the preparation of intelligence for operational planning, there has been a fundamental conflict between the functional and geographic methods of dividing the work. Ideally, the analyst who carries on the basic research should be an expert at once in his particular phase of work and in the geographic area under his charge. The experience of Joint and Combined Committees charged with preparing planning data - both on the intelligence and logistical levels - is that the specialists for each item (landing beaches, climate, transportation, ports, airfields, etc.) should prepare the needed material with complete lateral coordination among themselves, under enlightened central direction and editing. Within each contributor's section, it will be possible for individual researchers to specialize in a limited area, and, with the assistance of area specialists, translators, map authorities, in other agencies, to keep abreast of all changes and all requirements of planners here and of operations staffs in the theaters.

The functional system of research under which the 1st, 2nd, and 3rd phase studies are accomplished through JTS and JISPB for JLPC, JWPC, and other committees of JCS has been arrived at by trial and error during the past three years. No matter what area of the world is requested - and we have had requests during the last year on every continent - the contributors meeting in the working teams change surprisingly little. The indispensable lateral coordination which makes the difference between a good and a bad study is accomplished on a personal basis; as changes occur in each contributing agency, the new researchers are introduced into the working team, thus insuring a fresh viewpoint as well as continuity of effort.

Most JCS requests call for studies laid out according to a standard functional outline. Contributors and users alike recognize the wisdom of this.

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Another requisite for successful intelligence analysis is an adequate reference library of maps, atlases, technical manuals, sailing directions, and other general and standard sources. Many of these are common to several geographical areas. A single unit dealing with all foreign airfields, or a single unit dealing with all landing beaches, for example, will have its specialized library to draw upon. Geographical divisions dealing as separate entities with such items would require considerably more duplication of reference files.

An example which will clearly show the relative merits of a functional and a geographical break-down is to be found in a recent study on Sakhalin-Karafuto in which a certain 'old line' contributor ran afoul of two separate and distinct geographical divisions, while functionally-organized contributors turned out their portions without difficulty.

There has been a second fundamental conflict between and within the services concerning primary or sole responsibility for each function. One of the greatest obstacles to adequate airfield analysis has been the multiplicity of organizations attempting to produce airfield information. This has caused confusion not only among the planners here, but in theaters of operations. In 1942 three agencies within A-2 produced conflicting airfield publications on North Africa. The Air Ministry, convinced by experience that all airfield analysis should be centralized in one agency, was constantly confused by the lack of agreement between Hydrographic Office and A-2 in their publications. The Air Unit of G-2 had a completely duplicative airfield organization of its own before the AD Hoc Committee. The centralization of airfield analysis under one combined agency was therefore most welcome. Once their representatives were appointed to the joint airfield section, DNI and G-2 ceased all airfield analysis, laying their information 'pipelines' to the joint airfield section. Many agencies have come to depend on this section for airfield information. By working out and maintaining standard analytical procedures for all areas, queries may be answered without delay. The Aeronautical Chart Service now has a direct teletype operated by a sergeant, between this Branch and their St. Louis Plant for the transmittal of evaluated airfield information. Hydrographic Office is represented by one officer, who also acts as a unit chief within the joint organization. G-2 is represented by one officer and two WAC ratings. DNI is represented by four officers, three of whom are unit chiefs and one the naval assistant to the Branch chief. [REDACTED]

Because this organization is functionally-based, complete inter-service cooperation is possible. Airfield analysis geographically apportioned among separate general divisions would not be amenable to such inter-service cooperation. A return to wasteful and chaotic duplication would result if airfield analysis were placed under geographical divisions.

In addition to local inter-service cooperation, agreements have been made with [REDACTED] and Enemy Base Section, CINCPAC-CINCPAC, which concern airfield analysis for all areas outside the continental United States. By this means duplication has been reduced to a minimum; methods, standards, terminology, and names have been unified to a considerable extent. Continued coordination has been effected by a weekly exchange of progress reports

and questions of analysis. Where Washington means of reproduction and publication have proved more adequate than those in the field, final work has been done here according to actual needs. A change to a geographical basis would tend to nullify these agreements and the cooperative effort engendered therefrom.

The functional system eliminates duplication. Under the present functional arrangement certain 'service' activities, common to the entire Branch, are carried on by one group of personnel. Specifically, the problems of photo-procurement and interpretation, of editing and preparing copy, and of printing of maps and lists are handled uniformly for every area. One person each day orders photographs at the panels for all areas; one officer handles all photo-interpretation; one editor and three typists prepare all copy for photo-offset printing at GPO; one officer schedules and keeps records for 120 Operational Airfield Maps, produced at the U.S. Coast & Geodetic Survey, and arranges printing of all airfield lists at GPO; one enlisted man and one civilian handle the map library and do stick-up work on maps for all units. Although civilian analysts specialize in particular areas, it is possible in an emergency to shift them temporarily to work in high priority areas, because standard methods are used throughout the organization. The break-down of this Branch into three 'area sections' and their assignment to separate geographical divisions would result in triplication of these functions, and loss of skill and consistent supervision. It would also make impossible the temporary shifts of analytical personnel for priority projects.

3. Certain physical difficulties must be solved prior to putting into effect the proposed reorganization. At the present time Air Movements Branch occupies and uses 6,390 square feet of floor space. Some small saving of space may accrue by reason of finding an ideal floor plan. The nature of the work carried on requires the constant use of many maps. Consideration should be given this fact where compression into a smaller space is being considered. The figure given above is occupied by present personnel, desks, drafting tables, 65 filing cabinets, 11 large map cases, and 5 large safes. The number of map cases, etc. would have to be somewhat increased by decentralization.

4. Consideration of the above leads to certain conclusions:

a. A certain facility of administration may be gained by having a fewer number of branches in Analysis Division.

b. Airfield intelligence studies are done on a functional basis by agencies which use the product of Air Movements Branch, and a change to geographic organization would be contra to organization set up on the result of experience gained over a three year period.

c. Uniformly supervised and standardized analysis on airfield questions, established over a period of time, would be replaced by decentralized supervision with a resultant break-down of standardization.

d. Additional personnel for servicing and liaison purposes will be required to carry out the present function of the Branch, due to decentralization.

e. Space totalling 6,390 square feet must be found by the absorbing branches.

f. Certain equipment will have to be duplicated.